

### 3.6 COMMUNITY CHARACTERISTICS

The SR-22/West Orange County Connection study area is located in western Orange County (Figure 3.6-1). The study area includes eight different jurisdictions. From west to east, these include: Los Alamitos, Rossmoor (unincorporated Orange County), Seal Beach, Westminster, Garden Grove, Santa Ana, Orange, and Tustin.

This section will address the following aspects of communities potentially affected by the proposed project:

- Community Character
- Land Use
- Population and Housing
- Economic Conditions
- Community Facilities and Services

Information for this assessment was obtained from planning agencies, general plans, special area plans, chambers of commerce, school districts, newspaper articles, the Internet, and field reviews.

#### 3.6.1 Community Character

For an overview of the history of Orange County and the cities that may be affected by the SR-22/West Orange County Connection project, see Table 3.5.1. Descriptions of land use, demographics, economy, and community facilities are discussed in following pages.

#### 3.6.2 Land Use and Development

The formation and growth of the eight cities within the project study area have been influenced by their location adjacent to several major freeways. Overall, the cities along SR-22 consist of older, urbanized communities, where existing development and land use patterns have been established. According to local general plans, substantial new growth in the SR-22/West Orange County Connection study area is no longer occurring. Rather, redevelopment is the main contributor to growth in the area.

Sources used to identify and evaluate land use include the following:<sup>1</sup>

- *Orange County General Plan: Land Use Element* (County of Orange, 1995)
- *City of Los Alamitos General Plan* (Los Alamitos, 1989)
- *City of Seal Beach General Plan* (Seal Beach, 1996)
- *City of Westminster General Plan* (Westminster, 1996)
- *City of Garden Grove General Plan* (Garden Grove, 1995)
- *City of Santa Ana General Plan* (Santa Ana, 1998)
- *City of Orange General Plan* (City of Orange, 1989)
- *City of Tustin General Plan* (Tustin, 1994)

Existing and planned land use, development trends, adopted goals and policies, and farmland are discussed below for those cities in the SR-22/West Orange County Connection study area.

#### A. EXISTING AND PROPOSED LAND USE

The SR-22 corridor is classified of heavily developed urban zones (Figures 3.6-2a and 3.6-2b). (Note: the large agricultural area south of I-405/SR-22 east of I-605 is “developed urban use” since it is within a military base). All of the affected cities have reached buildout and have little or no remaining vacant land available for development. The following discussion on land use and

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<sup>1</sup> Local planning documents are available at OCTA.

**Figure 3.6-1  
Community Impact Study Area**

**Figure 3.6-2a  
Existing Land Use**

**Figure 3.6-2b  
Existing Land Use**

zoning was developed from information obtained from field surveys, aerial mapping, and county and city general plans.

Los Alamitos. Los Alamitos is divided into sixteen planning districts: Country Square, College Park North, Greenbrook, Old Town West, Old Town East, Old Dutch Haven, Suburbia, Highland, Parkewood, Apartment Row, Carrier Row, New Dutch Haven, Royal Oak Park, Woodcrest, El Dorado Estates East, and The Bungalows. In addition, there is the Armed Forces Reserve Center (AFRC), which is the predominant land use in the city, occupying approximately 50 percent of the city's area. Its southern edge is approximately 1.2 kilometers (0.75 miles) north of I-405. Old Town West and Royal Oak Park are the only areas within the study area. Old Town West is a multi-family residential area near I-605 and the Katella Avenue exit. Royal Oak Park is approximately 0.3 kilometers (0.2 miles) from I-605, south of Coyote Creek. Royal Oak Park is a mobile home park.

In addition to the AFRC, the city is divided into eight land use categories: single-family residential, limited multiple family residential, multiple-family residential, professional office, retail business, planned industrial, community and institutional, and open area. Single-family residential and open area together make up almost half of the land area in Los Alamitos (24 percent each), with planned industrial accounting for another 18 percent.

According to the planning department of Los Alamitos, the only proposed project in the area is a pump station that will be built on the San Gabriel River near Katella Avenue. The station will be built to pump water from the Los Alamitos Channel to the San Gabriel River. The project will extend approximately 600 meters (2,000 feet) south of Katella Avenue. The construction date for this Orange County project has not been determined.

Rossmoor. Rossmoor is an unincorporated area of Orange County located in the northeast quadrant of the I-405/I-605 interchange. The predominant land use in Rossmoor is low- to medium-density residential and all uses in the study area are consistent with Orange County's zoning regulations.

Seal Beach. Seal Beach is divided into seven planning districts: Coastal Area, Marina Hills, Leisure World, College Park West, College Park East, Naval Weapons Base, and Surfside. Only College Park East, College Park West, Leisure World and the Naval Weapons Base planning districts are in the study area. The predominant land use in Seal Beach is military, followed by residential (Seal Beach, 1996). This is particularly true in the area around the I-405/I-605 interchange, where the U.S. Naval Weapons Base is located.

The College Park West District is located in the northwest quadrant of the I-405/I-605 interchange and consists of low-density residential and open space. The Leisure World planning district is located south of the SR-22/I-405 interchange and is predominantly medium-density residential from the western city limits to the U.S. Naval Weapons Base. Two exceptions to this land use are a clubhouse/community center on the westernmost portion of Beverly Manor Road and a fire station at I-405 and Seal Beach Boulevard, both of which are public uses (Seal Beach, 1996).

The College Park East planning district, located just north of I-405/SR-22 and east of Seal Beach Boulevard, has land uses ranging from commercial on the west to quasi-public where the Old Ranch Country Club (golf course) is located. East of the golf course is commercial and low-density residential.

The Leisure World planning district is located in the southeast quadrant of the I-405/I-605 interchange. The majority of the area is medium-density residential. There is a fire station near the intersection of I-405 and Seal Beach Boulevard.

The Naval Weapons Base planning district makes up the entire area south of I-405/SR-22, between Seal Beach Boulevard and Old Bolsa Chica Road. The land use classification for this area is military.

According to the planning department of Seal Beach, Bixby Ranch is the only proposed project within close proximity to the SR-22/West Orange County Connection project. This is an approved, mixed-use project that will provide both additional office space and housing to the community (Whittenberg, 1999).

Westminster. Westminster's land use pattern has substantially changed from the original agricultural community in the 1800s. The city's current land use pattern is a mixture of urban and suburban uses. From 1980 to 1990, Westminster and the unincorporated area of Midway had a population growth rate of less than one percent, representative of the built-out condition of the city. The three largest existing land uses in 1996 were residential (43.0 percent), street/freeway right-of-way (26.0 percent), and public facilities (5.8 percent). An important aspect of the general plan is redevelopment, which is intended to improve both the aesthetic and fiscal attributes of the city. Westminster's Redevelopment Project Area encompassed 31.5 percent of the city in 1991. The City of Westminster identifies a majority of the area just south of SR-22 as redevelopment area. Within the SR-22/West Orange County Connection study area, the majority of the existing land use in Westminster is residential, with some commercial uses located just east of the SR-22/I-405 interchange. The City of Westminster's Planning Department states that there are no new planned land use changes within close proximity to SR-22 (Westminster, 1999).

Garden Grove. Garden Grove, similar to almost every other city that borders SR-22, is at full build-out. The largest land use in Garden Grove is residential, which makes up approximately 50 percent of the city's total area. Within the project study area, there is a major industrial area located between Knott Street and Hoover Street, north of SR-22. There is a small area north of SR-22, between Beach Boulevard and Harbor Boulevard, which is mixed-use and commercial. Land use south of SR-22 is predominantly residential and open space. Industrial land uses are also found south of SR-22 between Newhope Street and Harbor Boulevard. The entire area north of SR-22 and south of Trask Avenue, between Magnolia Street and Harbor Boulevard, is within the Garden Grove Redevelopment Plan Project Area.

Existing land use along the former Pacific Electric right-of-way in Garden Grove is open space. The area south of SR-22 that encompasses the right-of-way is considered industrial and is used for bus storage by OCTA. The former Pacific Electric right-of-way is targeted to be developed with one or more of the following uses: parks and recreational amenities, public facilities, parking, recreational vehicle storage, farmers' market, community gardens, or mobile home parks. Garden Grove's Circulation Element does not specifically mention the use of the former Pacific Electric right-of-way as an arterial, but does identify the need for improvement of circulation within the city and in outlying areas (Garden Grove, 1995).

Santa Ana. At its founding, Santa Ana served as a shopping center and post office for the surrounding agricultural areas. After the Southern Pacific and Santa Fe Railroads arrived, the city developed rapidly. Many of the structures in downtown and the surrounding homes were built in the early 1900s. Santa Ana is retaining and building upon its important governmental, retailing, and employment roles, rich architecture, and streetscape heritage associated with the city's history. Santa Ana is also typical of other cities that border SR-22 in that it has reached full build-out. Santa Ana has created several planning goals that will help ensure infill, architectural relationships, pleasant and efficient streets and walkways, adequate parking, auto access, transit access, special streetscape features, and building design relationships that will give each area a sense of both distinctive identity and variety (Santa Ana, 1998).

Existing land use south of SR-22 in Santa Ana is primarily low-density residential, with exceptions at Main Street and Grand Avenue, where land use is classified as heavy commercial (Santa Ana, 1998). Within the study area, most of the former Pacific Electric right-of-way is located in Santa

Ana. The predominant land use along this area is industrial, with some low-density residential and open space. The general plan land use for the former Pacific Electric right-of-way is a bike path.

Orange. The City of Orange lies in the heart of Orange County, an area that has undergone several land use changes. Since the early 1980s, mid-rise and high-rise office buildings and business parks have been built on land formerly occupied by small-scale, low-intensity offices, shopping centers, and industrial developments. Dense subdivisions, condominiums, and apartment complexes have replaced the traditional medium-sized lot, single-family residential tract (City of Orange, 1989).

The primary land use in Orange along SR-22 is commercial, with some retail uses near the west end of SR-22. A transition is made from major retail to commercial high-rises around Main Street. Further east along SR-22, Old Town commercial and mixed-retail are the predominant land uses. Saint Joseph Hospital and the Children's Hospital of Orange County are large public facilities located north of SR-22 nestled between several high-rise buildings. From east of Glassel Street to Tustin Avenue, the predominant land use is low-density residential. At Tustin Avenue, the land use changes to commercial until east of SR-55, where there is low-density residential.

According to the planning department of the City of Orange there are no proposed land use changes in the affected area (City of Orange, 1989). There are, however, several proposed development plans currently under consideration by the city, which are associated with The Block at Orange and the surrounding area (Carnes, 1999).

Tustin. Tustin is characterized by its strategic crossroads location, the former Marine Corps Air Station, hillside areas which offer sweeping panoramic views of the Pacific Coast and Saddleback Mountains, prime commercial, industrial, and residential development, and one of the oldest historical "old towns" in Orange County (Tustin, 1994).

Most of the area within the SR-22/West Orange County Connection study area in Tustin is low-density residential, with only a fraction of this land being used for either community commercial or high-density residential (Tustin, 1994).

## B. DEVELOPMENT TRENDS

Most of the cities that abut the SR-22/West Orange County Connection Project are beginning to redevelop older areas. With the upturn in the national and local economies over the last five years, there are a number of public and private developments currently occurring within the project study area and surrounding cities. Many of the environmental documents for these projects are still being developed. New developments proximate to the project area are summarized below.

Regional Projects. Planned and proposed projects that affect multiple jurisdictions are discussed below.

The environmental document for The Orange County Centerline Project, which includes construction of a 45-kilometer (28-mile) rail transit system, is currently being prepared. This project is being proposed to improve transit service within central Orange County.

Katella Avenue Super Street improvements are proposed for a 23.0-kilometer (14.3-mile) segment of Katella Avenue between I-605 and SR-55. Measures that will be implemented include traffic signal coordination, roadway widening, intersection improvements, on-street parking modification, restriping, bus turn-outs, and upgrading the safety and efficiency of the roadway (OCTA, 1993). I-5 widening extending from SR-22 to SR-91, approximately 13.0 kilometers (8.1 miles),

will reduce traffic congestion, provide additional capacity for the anticipated traffic increase, and reduce operational problems (Caltrans, 1991).<sup>2</sup>

Local Projects. Planned and proposed projects in study area cities are discussed below.

Seal Beach. According to the planning department of Seal Beach, Bixby Old Ranch Town Center is the only proposed project in the affected area. This is an approved project that is currently under construction north of I-405 and east of Seal Beach Boulevard. The project would dedicate the existing Bixby Old Ranch Tennis Club to the City of Seal Beach as a public recreation facility. It is anticipated to build a new hotel, restaurants, and senior care facilities, while improving the existing golf course (Seal Beach, 1998).

Garden Grove. The proposed Garden Grove Auto Center Expansion, which would be located on corner of Trask Avenue and Taft Street, anticipates construction of an approximately 1.3-hectare (3.2-acre) site for the operation of an automobile sales, repair, and service facility (Garden Grove, 1999).

Santa Ana. Two land development projects in Santa Ana, Main Street Concourse and Fashion Square Commercial Center (now known as the MainPlace Mall), are anticipated to create a demand for available housing within Santa Ana and surrounding communities as a result of job creation. Main Street Concourse, located at the northeast corner of Main Street and Owens Drive, is a proposed 7.6-hectare (18.9-acre) development, which includes the construction of commercial, office, retail, hotel, entertainment, and residential land uses (Santa Ana, 1992). The Fashion Square Commercial Center expansion would add an additional 18,580 square meters (200,000 square feet) of commercial uses and a 1,200-room hotel to the existing MainPlace Mall. This development would create new jobs in the area, and could potentially affect the available housing in Santa Ana (Santa Ana, 1983).

Orange. Two of the three street widening projects (Main Street, Chapman Avenue, La Veta Avenue) have been completed. The unfinished phases include widening La Veta Avenue between Cambridge Street and Flower Street to an ultimate right-of-way of 24 meters (80 feet) and between Pixley Street and Flower Street to a range of 30 to 40 meters (100 to 135 feet) (Orange, 1991).

### C. ADOPTED GOALS AND POLICIES

General plans for each affected city were reviewed, as well as the County of Orange *General Plan*.

Los Alamitos. The City of Los Alamitos has identified the following circulation opportunities, goals, policies, and programs that are related to land use and circulation (Los Alamitos, 1989):

- Opportunity – Establishment of a communication network with neighboring jurisdictions for mutual involvement in planning decisions regarding major development proposals could minimize or mitigate regional impacts.
- Goal – To promote the safe and efficient movement of people and goods.
- Goal – To increase the operational efficiency of the circulation system.
- Policy – To take a proactive role in developing an interjurisdictional approach to planning for major development projects.
- Program – Continue to implement the Orange County *Master Plan of Arterial Highways*.
- Program – Los Alamitos is participating in a regional planning effort with the cities of west Orange County and Long Beach to resolve traffic-related issues.

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<sup>2</sup> Available at Caltrans, District 12.



Rossmoor. As discussed above, Rossmoor is an unincorporated community within the jurisdiction of Orange County. The County of Orange has stated the following goals and objectives related to land use, transportation, and circulation in their general plan (County of Orange, 1995):

- The circulation system shall be implemented in a manner that achieves the established traffic level of service policy.
- Balanced community development shall be established which encourages employment of local residents and provides for both employment and employee housing opportunities within the county.
- Comprehensive traffic-improvement programs shall be established to ensure that all new development provides necessary transportation facilities and intersection improvements as a condition of development approval.
- The county shall take all actions possible to ensure that the implementation is consistent with the provisions of the Measure M Countywide Growth Management Program in order to bring about improved regional coordination in the areas of growth management, traffic improvements, and public service.

Seal Beach. The City of Seal Beach has identified the following community goals to aid in making future land use decisions (Seal Beach, 1996):

- Maintain city identity and seek ways to preserve unique character. Seal Beach's individual identity is due to its physical separation from other centers of urban development
- Acquire and develop recreational facilities at strategic locations. Develop master plan for street tree planting and other beautification programs.
- Encourage controlled growth while maintaining its friendly atmosphere.
- Preserve low- and medium-density residential character while providing a wide choice of living accommodations and lifestyles.
- Encourage commercial development.
- Increase public services.
- Encourage development of non-noxious industry, such as research and development and other light industry, in areas where such activities would be compatible with existing land uses.
- Consider development of freeways and/or rapid-transit systems and endorse such proposals when it is considered to be in the community's best interest.
- Consider annexation of unincorporated territories, or requests by unincorporated areas for annexation, when such action would prove beneficial to all parties.
- Work and cooperate with federal interests to ensure preservation of many of the area's natural assets, such as marshlands.

The 1997 *Circulation Element* does not recognize the planning efforts to improve I-405, SR-22, or I-605.

Westminster. Land use goals in Westminster include the following (Westminster, 1996):

- Enhance and promote the image and identity of Westminster as a vital and desirable community.
- Preserve single-family nature while providing efficient distribution and intensity of land uses.
- Establish a balanced and compatible land use distribution that allows the city to provide public services efficiently and effectively.
- Provide for land use types and locations responsive to market needs.
- Utilize redevelopment efforts to increase revenues, improve citywide image, and provide needed infrastructure.
- Provide opportunities for detailed planning and design standards throughout the city.
- Derive funding for public services, facilities, and capital improvement requirements as they relate to new and existing development.

The 1996 *Circulation Element* identified the following goals and policies related to improvements of SR-22 (Westminster, 1996).

- Utilize Transportation Demand Management (TDM) measures, where appropriate, to discourage the single-occupant vehicle, particularly during the peak hours. Potential TDM policies include, but are not limited to: ridesharing, carpooling and vanpooling, flexible work schedules, and telecommuting.
- Construct new roadway links as designated in Westminster's 1992 *Master Plan of Roadways*, and link with existing roadways in neighboring jurisdictions to allow efficient access into and out of the city.
- Investigate all federal, state, and OCTA programs that may be beneficial to the city.
- Coordinate with Caltrans, and all other appropriate jurisdictions, to evaluate and implement feasible freeway crossing and access improvements.

Garden Grove. Garden Grove has identified the following goals (Garden Grove, 1995):

- Create suitable and appropriate development of vacant properties.
- Enhance commercial centers.
- Enhance and improve multi-family development.
- Use the former Pacific Electric right-of-way in a beneficial manner that does not preclude the use of the property for alternative transportation purposes in the future.
- Monitor proposed development of land adjacent to the city.
- Strive to plan adjacent land uses that are compatible with one another.
- Buffer single-family residential uses along arterial streets.
- Achieve city standards for the provision of parklands and open space.
- Actively market the city's commercial recreation properties in order to attract desirable commercial recreation enterprises in Garden Grove.
- Develop standards and design guidelines easily understood and readily applicable for all areas of the city.
- The city should strive to have stable, well-maintained residential neighborhoods.

Santa Ana. Santa Ana has identified the following goals that relate to land use in the area (Santa Ana, 1998):

- Promote a balance of land uses to address basic community needs.
- Promote land uses that enhance the economic and fiscal viability of the city.
- Preserve and improve the character and integrity of neighborhoods.
- Protect and enhance development sites and districts that are unique community assets that enhance the quality of life.
- Ensure that impacts of development are mitigated.
- Reduce residential overcrowding to promote public health and safety.

Orange. Orange has identified the following goals to maintain a balance between residential, commercial, and industrial land use, promote high-quality development, and minimize existing and potential land use conflicts (City of Orange, 1989):

- Promote a balance of residential, commercial, and industrial development.
- Actively promote the city as a place to shop and conduct business.
- Encourage industrial uses that provide jobs and revenue without compromising environmental quality.
- Actively support new and existing commercial and industrial development to assure the continued viability of the economic base.
- Provide housing for all income groups consistent with the goals and policies contained in the Housing Element.
- Promote good urban design.
- Focus revitalization efforts of the Old Town district to make it more attractive to residents, businesses, and visitors.
- Support ongoing redevelopment efforts in a manner consistent with the general plan.

- Implement land use policies that focus on reducing land use conflicts.
- Maintain open space resources for the purpose of providing recreational opportunities, protecting the public from safety hazards and conserving natural resources.
- Provide an adequate infrastructure system to meet the needs of existing and future residents.
- Manage development of high intensity land uses in a way that ensures capacity of the circulation system is not exceeded.
- Coordinate planning efforts both within the city and with other jurisdictions in the region.
- Involve the public in the planning and decision making process.

Tustin. Land use related goals include the following (Tustin, 1994):

- Achieve balanced development.
- Ensure that compatible and complimentary development occurs.
- Revitalize older commercial, industrial, and residential development.
- Improve citywide urban design.
- Promote economic expansion and diversification.
- Coordinate development with the provision of adequate public facilities and services.

Circulation-related issues include the following:

- Through traffic impacts many residential neighborhoods in Tustin.
- A lack of adequate landscaping and buffering exists between many of Tustin's arterial roadways and freeway segments and adjacent land uses.
- Some streets are generally being operated beyond their capacity.
- Truck routes need to be clearly identified and should avoid residential streets.
- Provide a system of streets that meets the needs of the current and future inhabitants and facilitates the safe and efficient movement of people and goods through the city consistent with the city's ability to finance and maintain such a system.
- Coordinate roadway improvements with applicable regional, state and federal transportation plans and proposals.
- Require proposals for major new developments include a future traffic impact analysis.
- Support the completion of the Orange County *Master Plan of Arterial Highways*.
- Support capacity and noise mitigation improvements such as HOV lanes, general-purpose lanes, auxiliary lanes, and noise barriers on I-5 and SR-55.
- Monitor and coordinate with Caltrans freeway work as it affects Tustin's roadway and require modifications as necessary.

#### D. FARMLAND

As the development of west Orange County approaches full build-out, there is only a small amount of prime, unique, or farmland of statewide importance in the study area. Based on data gathered from the California Department of Conservation and local general plans, there are two remaining areas of designated prime farmland that border SR-22 (Figure 3.6-3). Prime farmland includes lands with the best combination of physical and chemical features for the production of agricultural crops. Only prime farmland is located within close proximity to the proposed project. One area is located in Seal Beach, within the United States Naval Weapons Station, between Seal Beach Boulevard and Old Bolsa Chica Road. The other area of prime farmland is located between Western Avenue and Hoover Street on both sides of SR-22. At the time this document was prepared, these areas were being used as open space.

**Figure 3.6-3  
Farmland**

### 3.6.3 Population and Housing

For additional tabular data summarized in this section, refer to Appendix F.3. The 1990 U.S. Census data is used throughout because it is the most consistently available data source throughout the study area.

#### A. POPULATION

Data on population and housing was gathered from the 1990 U.S. Census and 1996 Orange County Projections (OCP-96) to obtain information on current and forecasted population and ethnic distribution in the study area.<sup>3</sup> Data was captured at various levels to provide different levels of detail, including county, study area, city, and 1990 U.S. Census block groups. Refer to Figure 3.6-1 for the study area and city locations. There are 46 census tracts and block groups directly adjacent to the proposed project. For further discussion on existing neighborhoods and communities along the proposed project study area, please refer to Section 4.6 (Community Impact Assessment).

Historic and Current Population. A comparison of growth rates between 1980 and 1990 reveals that the cities of Tustin and Santa Ana had growth rates significantly higher than the overall county averages, over 56 and 44 percent, respectively, compared to approximately 25 percent for the overall county. Only Seal Beach and Rossmore showed a decrease in population between 1980 and 1990. Tustin's growth was mainly due to new development within the Tustin Ranch area.

Population Growth Estimates. OCP-96 provides population estimates for Orange County and its incorporated cities. Population estimates through the year 2020 show that increases in the projected populations for the cities and county are expected to gradually slow towards 2020.

According to OCP-96 data, Orange County's population is projected to increase from 2,410,556 persons in 1990 to approximately 3,224,062 persons in 2020, an increase of about 813,500 persons over a 30-year period.

Race/Ethnic Distribution. Orange County's 1990 population was predominantly non-Hispanic white in ethnicity (63.7 percent). The minority population accounts for 36.3 percent (minorities consist of all ethnic and racial groups except Caucasians). Hispanics make up about 19 percent of the county's total population and are the largest segment of the minority population. Santa Ana, with a 76.6 percent total minority population (64.6 percent Hispanic), exceeded the county and all other cities within the study area. Seal Beach had the highest percentage of non-Hispanic white population at 90.2 percent with Santa Ana having the lowest at 23.4 percent.

The 1990 U.S. Census block groups potentially affected by the proposed project are illustrated in Figure 3.6-4. Based on 1990 U.S. Census data, a large area south of SR-22, in Garden Grove and Santa Ana, had a minority population of 50 percent or more. Review of the census data for all block groups within the SR-22/West Orange County Connection study area revealed a large area of minority population that spans the jurisdictions of Garden Grove and Santa Ana. These block groups are located south of SR-22 between Magnolia Street and I-5. The block groups located along the Pacific Electric right-of-way have the highest percentage of minority population of any affected block groups (from 89 to 98 percent).

Age Distribution. According to the 1990 U.S. Census, the majority of the population within Orange County and cities within the study area had an age structure between 18 to 64 years of age (ranging from 51.4 to 68.7 percent). Seal Beach, however, reflected a higher percentage of

<sup>3</sup> Both the 1990 U.S. Census files and the OCP-96 are available at OCTA.

**Figure 3.6-4  
Study Area Minority Population**

persons over the age of 65 (60.4 percent). One reason for the higher age in Seal Beach is that it is home of Leisure World.

Generally, the age structure among the affected 1990 Census block groups was similar. Block group 2 in census tract 099509, located in Seal Beach, was the only exception. This block group has a large population over the age of 65 (94 percent). This block group contains a large portion of the Leisure World retirement community. More than half of the population of the remaining displacement area block groups was between the ages of 18 and 64.

Transit-Dependent Population. U.S. Census data from 1990 shows the total number of workers residing in each of the corridor cities age 16 years and older. Public transportation consists of bus, subway or railroad. Transit dependence in the study area is very low. Less than six percent of workers over the age of 16 ride public transportation during peak period work trips.

## B. HOUSING

According to the 1990 U.S. Census, Santa Ana had the largest number of households (71,860) for cities within the study area. The city with the least number of households was Los Alamitos, with 4,125.

The largest number of households (4,392) within an affected block group is in block group 1 census tract 076103 in Garden Grove. Block group 2 in census tract 089104, located on the border of Santa Ana and Orange, had the least number of households out of the affected block groups (47). The average number of persons per household was calculated by dividing the total 1990 population in each affected block group by the number of households. The average number of persons per household in the affected block groups is substantially higher than the affected city's averages. This is particularly true for block groups in Santa Ana and Garden Grove. The highest average of persons per households was 5.83 in Santa Ana (block group 1 in census tract 074802), and the lowest was 1.77 in Seal Beach (block group 1 in census tract 099905).

According to California Association of Realtors data, home ownership in the study area ranges from 40 percent in Tustin to as high as 69 percent in Seal Beach. The majority of housing units in the study area are single-family residences, with the exception being Tustin where the majority are multi-family units. Median-housing prices in 1998 for owner-occupied units ranged from \$159,000 in Santa Ana to \$383,000 in Los Alamitos. From August 1997 to August 1998, the median housing price for single-family detached and attached units appreciated from 5.7 percent in Garden Grove to 45.3 percent in Seal Beach. The average home price appreciation for the study area was 17.8 percent for owner-occupied single-family units.

The median rent in the study area cities range from \$636 a month in Tustin to \$784 in Seal Beach. The average rent for the study area is \$729 a month.

According to the 1990 U.S. Census, Santa Ana had the largest number of family households for cities within the study area, approximately 60 percent. Santa Ana also had a larger number of non-family and single-head of households, with approximately 20 percent of all households being non-family and approximately 13.5 percent being single-head of household. Garden Grove and Santa Ana had the largest number of family households for affected census tracts (over 60 percent).

Persons in group quarters are those who inhabit correctional institutions, hospitals, nursing homes, juvenile institutions, halfway houses or shelters, military quarters, and all types of dormitories and schools. According to the 1990 U.S. Census, Santa Ana had the largest number of persons living in group quarters for cities within the study area. Seal Beach had the fewest number for this category.

### 3.6.4 Economic Conditions

## A. REGIONAL BUSINESS ACTIVITY

In 1995, Orange County's economy was ranked 33 in the world (InfoOutfitters, 2000). Orange County has a wide range of economic generators. Some of Orange County's main economic generators include: industrial, agriculture, tourism, and commercial operations.

SR-22 is one of only two east/west freeways in the county. Its orientation provides connections to five major freeways (I-605, I-405, I-5, SR-57, and SR-55) and crosses most of the major north-south arterial corridors in the central county. SR-22 is an important link in providing mobility to Orange County residents, workers, and visitors. The SR-22 freeway serves a large number of daily commuters and freight trucks. Congestion and delays on the freeway network and major arterials is costly for commerce, with increases in commuter and freight transportation time for truck typically resulting in higher costs, lower productivity, and reduced competitiveness.

Figure 3.6-5 illustrates the major activity centers in central Orange County: Bowers Museum, Santa Ana Zoo, Arrowhead Pond, Edison Field, Disneyland, Crystal Cathedral, The Block of Orange, Discovery Science Center, Knott's Berry Farm, Main Place Mall, Orange Mall, Los Alamitos Race Track, several colleges and universities, and numerous commercial and industrial employers. According to Dun and Bradstreet Market Place (1997), the major employers in Orange County were: National Realty Trust Inc., Disneyland, McDonnell Douglas Space Systems, Boeing North American Inc., Anaheim Stadium, UCI Medical Center, Black Tie Demonstrators Inc., Knott's Berry Farm, and Fluor Corporation.

## B. STUDY AREA BUSINESS ACTIVITY

The data in this section was obtained from city and county finance departments, chambers of commerce, general plans, and the Internet.

Los Alamitos. In 1941, the United States Navy moved its training field for aircraft from Terminal Island to Los Alamitos. The base revitalized the town by bringing new residents and businesses into the area. Since then, the city has developed into an urban center much like other cities in Orange County. Residential and military are the two main land uses in Los Alamitos. Los Alamitos has stated objectives in their general plan that pertain to their economic well-being. These objectives are to ensure compatibility among various commercial uses as well as between commercial uses and other land uses, and to promote planned industrial developments which offer improved environmental and revenue benefits (City of Los Alamitos, 1980). In 1998, the three largest employers in Los Alamitos were GTE, Los Alamitos Medical Center, and Arrowhead Products (InfoOutfitters, 2000).

Seal Beach. Seal Beach is a city that prides itself on having and retaining a small town atmosphere. The predominant land use in Seal Beach is military followed by residential. Seal Beach is home to Leisure World, a gated senior citizen community of approximately 7,000 to 10,000 people. There are 60 hectares (149 acres) of general commercial land, and 51 (126 acres) of light industrial uses. The City of Seal Beach has identified community goals that would maintain city identity, and encourage commercial and non-noxious industry development. The city's main employers in 1998 were Boeing and the U.S. Naval Weapons Station (InfoOutfitters, 2000).

Westminster. Westminster's current land use pattern is a mixture of urban and suburban uses. From 1980 to 1990, Westminster and the unincorporated area of Midway had a population growth rate of less than one percent, indicative of the built-out condition of the city. The three largest existing land uses in 1996 were residential (43 percent), street/freeway right-of-way (26.0 percent), and public facilities (5.8 percent). The *Westminster General Plan* states they will strive to provide for land use types and locations responsive to market needs; and utilize redevelopment efforts to

**Figure 3.6-5**  
**Study Area Major Activity Centers**



increase revenues, improve city-wide image, and provide needed infrastructure (City of Westminster, 1996). Westminster's three largest employers in 1998 were the Westminster Mall, Westminster School District, and Southern California Edison.

Garden Grove. Garden Grove is similar to almost every other city that borders SR-22 in that it has reached full build out. Residential housing makes up approximately 50 percent of the total area in Garden Grove. Within the project study area, there is a major industrial area, mixed use, commercial, and a redevelopment project plan area. One of the goals stated in the general plan was to actively market the city's commercial recreation properties to attract desirable commercial recreation enterprises. In 1997, the three major employers in Garden Grove were Garden Grove Hospital, Crystal Cathedral, and Air Industry (InfoOutfitters, 2000).

Santa Ana. Since its founding, Santa Ana has served as a center for commerce and post office for the surrounding agricultural areas. After the Southern Pacific and Santa Fe Railroads arrived, the city developed rapidly. Santa Ana is typical of other cities that border SR-22 in that it has reached full build out. The city has identified goals to promote a balance of land uses to basic community needs and to promote land uses which enhance the economic and fiscal viability of the city (City of Santa Ana, 1998). In 1998, the city's three main employers were Ingram Micro, Orange County Register, and United Western Medical Center (InfoOutfitters, 2000).

Orange. Since the early 1980s, mid-rise and high-rise office buildings and business parks have been developed on land formerly occupied by small-scale, low-intensity offices, and industrial developments. Denser subdivisions, condominiums, and apartment complexes have replaced the traditional medium-sized lot, single-family residential tract. The *City of Orange General Plan* identified goals to maintain a balance between residential, commercial, and industrial land use, and to promote high quality development that would minimize existing and potential land use conflicts (City of Orange, 1989). Orange's three largest employers in 1998 were UCI Medical Center, Saint Joseph Hospital, and Orange Unified School District (InfoOutfitters, 2000).

Tustin. Tustin remained a small town with many citrus groves and vineyards until the 1960s, when new residential growth began. Tustin is mostly residential with some business and light industry areas. In 1998, Tustin's three top employers were Ricoh Electronics, Silicon Systems, and Steelcase Inc. (InfoOutfitters, 2000).

## C. EMPLOYMENT AND INCOME

Employment. According to the California Employment Development Department's *Labor Force Data for Sub-County Areas*, the 1998 civilian labor force for Orange County was 1,455,400. Orange County's unemployment rate was 2.9 percent. Westminster, Garden Grove, Santa Ana, and Tustin exceeded the unemployment rate for the county.

Data from OCP-96 indicates that over the next 20 years Orange County's employment growth rate is projected to average 2.3 percent per year. Garden Grove is projected to have the lowest employment annual growth rate out of all study area cities (less than one percent). Santa Ana is expected to have the highest employment annual growth rate over the next 20 years (approximately 2.7 percent). In 2020, the total projected employment growth rate of the study area cities is projected to be slightly less than Orange County's total projected employment rate.

Income. The 1990 U.S. Census indicated that households in the affected cities had median household incomes ranging from \$28,375 in Westminster to \$46,539 in Orange. According to the 1990 U.S. Census, Santa Ana had the highest percentage of population below the poverty level at 18.1 percent. Los Alamitos (4.4 %) and Seal Beach (3.1 %) had the lowest percentage of population below the poverty level. Both of these cities were well below the county's 8.5 percent. All but three 1990 Census block groups had a lower percentage of the persons below the poverty level than the Orange County average of 8.5 percent. The highest of the three block groups that were above Orange County's average was 21.4 percent (block group 2 in census tract 099905).

**Tax Base.** Information was obtained from study area cities finance departments for tax information in fiscal years 1996/97 and 1997/98. Generally, revenues for cities were greater in fiscal year 1997/98 than they were in the previous year. Total tax and sales tax revenue increased from the previous year for all of the cities within the study area. Property tax revenue either increased or stayed the same for most cities, except for the Cities Santa Ana and Tustin where property tax revenue decreased slightly. All of the cities within the study area generated more sales tax revenue than property tax revenue, with the exception of Seal Beach. This higher amount of sales tax generated compared to property tax is directly attributable to the greater number of commercial, retail, and industrial uses in the cities except in Seal Beach.

### 3.6.5 Community Facilities and Services

Community facilities, and services discussed in the following sections include police and fire protection, schools, libraries, and medical facilities (Figure 3.6-6). An area extending approximately 0.8-kilometer (0.5-mile) on either side of the SR-22, I-605, I-405, I-5, SR-55, and the former Pacific Electric right-of-way was used for this analysis.

#### A. LAW ENFORCEMENT

The proposed project spans eight different law-enforcement jurisdictions: Los Alamitos, Seal Beach, Westminster, Garden Grove, Orange, Santa Ana, Tustin, and the Orange County Sheriff's Department. In addition to the unincorporated areas, the Orange County Sheriff's Department also provides law-enforcement service to Rossmore on a contract basis.

#### B. FIRE SERVICES

Fire protection service in the SR-22/West Orange Connection study area is provided by the Orange County Fire Authority, Metronet, and Santa Ana Fire Departments. Table 3.6-1 lists fire stations within 1.6 kilometers (one mile) of the study area. In addition to standard fire-fighting units, there is one hazardous material unit covering areas in the SR-22/West Orange Connection study area. This unit is located at Santa Ana Fire Station No. 9 at 1320 East Warner Street, approximately 3.2 kilometers (two miles) from the study area. The other three hazardous materials units located within Orange County are in Irvine, Newport Beach, and Anaheim.

**Table 3.6-1  
FIRE STATIONS WITHIN 1.6 KILOMETERS (1 MILE)**

Station Number	City	Address
Station 48	Seal Beach	3131 Beverly Manor Road
Station 1	Garden Grove	11301 Acacia Parkway
Station 3	Garden Grove	12132 Trask Avenue
Station 4	Garden Grove	12191 Valley View Street
Station 5	Garden Grove	12751 Western Avenue
Station 7	Garden Grove	14162 Forsyth Lane
Station 64	Westminster	7351 Westminster Boulevard
Station 65	Westminster	6061 Hefley Street
Station 6	Orange	345 South City Drive
Station 1	Santa Ana	1029 West 17 <sup>th</sup> Street
Station 9*	Santa Ana	1320 East Warner Street
Station 10	Santa Ana	2301 North Grand Avenue

Note: \* Hazardous materials unit approximately 3.2 kilometers (2 miles) from SR-22.

Source: Thomas Brothers, 2000.

#### C. SCHOOLS

The SR-22/West Orange Connection study area traverses the jurisdictions of Los Alamitos, Garden Grove, Westminster, Orange, and Santa Ana Unified School Districts. There is one adult

education center, 27 elementary, five intermediate, and four senior high schools located within approximately 0.8-kilometer (0.5-mile) of the study area. Garden Grove had the most schools within close proximity to the project and Los Alamitos had the least. Unless otherwise specified, elementary levels range from grades one through six, junior high levels from seven through nine, and senior high levels from ten through twelve. Table 3.6-2 shows the name, location, and the district of each school. Figures 3.6-7 through 3.6-9 show the enrollment boundaries for schools where the boundary would be bisected by the proposed project alternatives. Ten elementary, three intermediate, and four high school attendance boundaries cross the proposed project.

**Table 3.6-2  
PUBLIC SCHOOLS**

School Name	Location	City/District	Map #
<b>Elementary Schools</b>			
Lee Elementary	11481 Foster Rd.	Rossmoor/Los Alamitos	1
Weaver Elementary	11872 Wembley Rd.	Rossmoor/Los Alamitos	2
Hopkinson Elementary	12582 Kensington Rd.	Rossmoor/Los Alamitos	3
Edgar Elementary	6202 Cerulean Ave.	Garden Grove/Garden Grove	4
Barker Elementary	12565 Springdale St.	Garden Grove/Garden Grove	5
Garden Park Elementary	6562 Stanford Ave.	Garden Grove/Garden Grove	6
Sequoia Elementary	5900 Iroquois Rd.	Westminster/Westminster	7
Fryberger Elementary	6952 Hood Dr.	Westminster/Westminster	8
Schmitt Elementary	7200 Trask Ave.	Westminster/Westminster	9
Meairs Elementary	8441 Trask Ave.	Garden Grove/Westminster	10
Anderson Elementary	8902 Hewitt Place	Garden Grove/Westminster	11
Excelsior Elementary	10421 Woodbury Rd.	Garden Grove/Garden Grove	12
Cook Elementary	9802 Woodbury Rd.	Garden Grove/Garden Grove	13
Sunnyside Elementary	9972 Russell Ave.	Garden Grove/Garden Grove	14
Mitchell Elementary	13451 Taft Ave.	Garden Grove/Garden Grove	15
Woodbury Elementary	11362 Woodbury Rd.	Garden Grove/Garden Grove	16
Peters Elementary	13162 Newhope St.	Garden Grove/Garden Grove	17
Dwight D. Eisenhower Elementary	13221 Lilly St.	Garden Grove/Garden Grove	18
Clinton-Mendenhall Elementary	13641 Clinton St.	Garden Grove/Garden Grove	19
Lampson Elementary	13321 Lampson Ave.	Garden Grove/Orange	20
Riverdale Elementary	13222 Lewis St.	Garden Grove/Garden Grove	21
Fremont Elementary	1930 W. Tenth St.	Santa Ana/Santa Ana	22
Carver Elementary	1401 W. Santa Ana Blvd.	Santa Ana/Santa Ana	23
West Orange Elementary	243 S. Bush St.	Orange/Orange	24
Fairhaven Elementary	1415 E. Fairhaven Ave.	Santa Ana/Orange	25
Palmyra Elementary	1325 E. Palmyra Ave.	Orange/Orange	26
La Veta Elementary	2800 E. La Veta Ave.	Orange/Orange	27
<b>Intermediate Schools</b>			
Jordan Intermediate	9821 Woodbury Rd.	Garden Grove/Garden Grove	1-I
Jordan Secondary Learning Center	9915 Woodbury Rd.	Garden Grove/Garden Grove	I-I
Doig Intermediate	12752 Trask Ave.	Garden Grove/Garden Grove	2-I
Spurgeon Intermediate	2701 W. Fifth St.	Santa Ana/Santa Ana	3-I
<b>High Schools</b>			
Bolsa Grande High	9401 Westminster Ave.	Garden Grove/Garden Grove	1-H
Santiago High	12342 Trask Ave.	Garden Grove/Garden Grove	2-H

Source: Thomas Brothers, 2000.

#### D. OTHER COMMUNITY FACILITIES

Libraries, City Halls, and Post Offices. There are two libraries located within 1.6 kilometers (one mile) of the SR-22/West Orange Connection study area. These libraries are located within Seal

Beach and Orange: Los Alamitos-Rossmoor Library at 12700 Montecito Road and Orange Public Library at 101 N. Center Street.

Three city halls are located within 1.6 kilometers (one mile) of the study area: Garden Grove (11222 Acacia Parkway), Westminster (8200 Westminster Boulevard), and Orange (300 East Chapman).

Four post offices are located within 1.6 kilometers (one mile) of the study area: Garden Grove (10441 Stanford Avenue), Westminster (15030 Goldenwest Street), Orange (308 West Chapman Avenue), and Santa Ana (2201 North Grand Avenue).

Hospitals. There are six hospitals located within 1.6 kilometers (one mile) of the study area and include the following:

- Garden Grove Hospital and Medical Center, 12601 Garden Grove Boulevard, Garden Grove
- Vencor Hospital Orange County, 200 Hospital Circle, Westminster
- UC Irvine Medical Center, 101 The City Drive South, Orange
- The Children's Hospital of Orange County, 455 South Main Street, Orange
- St. Joseph Hospital, 1100 Stewart Drive, Orange
- Santa Ana Hospital Medical Center, 1901 North Fairview Street, Santa Ana

**Figure 3.6-6**  
**Affected Area Community Facilities**

**Figure 3.6-7**  
**Elementary Schools and Affected School District Boundaries**

**Figure 3.6-8**  
**Intermediate Schools and Affected School District Boundaries**

**Figure 3.6-9**  
**High Schools and Affected School District Boundaries**